

## ***2000 ANNUAL REPORT***

**December 2000**

William Gray Beyer,  
Chairman

### **CITIZENS TRANSPORTATION OVERSIGHT COMMITTEE**

On April 21, 1994 HB 2342 initially established a Citizens Transportation Oversight Committee (CTOC) to facilitate citizen involvement in the decision making process of freeway planning and construction. The committee's primary responsibilities included review and advisory functions concerning the Regional Transportation Plan, the Transportation Improvement Plan (TIP), changes to the plan, and on the priorities regarding Proposition 300 freeways for corridor and segment development. Legislation also required that an annual audit be performed by an outside audit firm of the expenditures of the Regional Area Road Fund (RARF), along with necessary public hearings. Members were appointed for a maximum period of 3 years by each of the governing bodies of cities and towns and tribal councils in Maricopa County. The Governor appoints a Chairperson and a member at large. Staff and coordination support was to be provided by the Special Assistant for the Regional Freeway System.

HB 2172 was passed in 1996 that repealed the existing CTOC and created a new seven member CTOC with the same statutory responsibilities as the original committee. The new CTOC is authorized to: review and make recommendations regarding any proposed major revision to the MAG Transportation Improvement Program; consult with the State Auditor General regarding the required performance audit of the Regional Freeway System; receive and make recommendations to MAG regarding citizens complaints relative to MAG's statutory responsibility over the Regional Freeway System; and receive, review and make recommendations to the State Transportation Board regarding citizens complaints about the Regional Freeway System. The new seven-member committee consists of five members appointed by each of the members of the County Board of Supervisors, an at large member appointed by the Governor and a Chairperson appointed by the Governor. Members previously appointed by the local jurisdictions under the old legislation could opt to complete their original term.

The CTOC Chairperson is a voting member of the MAG Regional Council on matters related to the Regional Freeway System, and a nonvoting member of ADOT's Priority Planning Committee.



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## SECTION ONE

### ISSUES, CONCERNS AND RECOMMENDATIONS

Over the past twelve months, the Citizens Transportation Oversight Committee ("CTOC") has essentially performed two functions, as called for by its enabling statute. First, the committee performed a review of various programs being implemented by the Arizona Department of Transportation ("ADOT") as they related to the regional transportation system in the Valley. Secondly, the committee actively sought out public opinion as to what kind of job ADOT was doing, and what should be done to improve the development of the current valley freeway system.

CTOC met on a monthly basis to review the work being done by ADOT. Three of those meetings took place in various locations throughout the Valley. CTOC also received numerous letters and emails from concerned citizens, and has kept a file on all public input it has received. A listing of the issues which received major attention from CTOC in the meetings is attached as Appendix "A". A summary of all the various issues which have been addressed by CTOC or which CTOC has received public comment is attached as Appendix "B".

As a result of the meetings and deliberations, CTOC has identified the following list of major concerns regarding the Valley transportation system and ADOT's performance in the development of that system which it believes needs further action, emphasis and review.

#### **1. Response to the Findings of the 2000 Performance Audit**

CTOC has expressed strong reservations regarding the findings of the Performance Audit done by a subcontractor to the Office of the Auditor General in 2000. In effect, this report found a number of shortcomings in the project management functions of ADOT, but the auditors could not conclude, one way or another, as to whether the freeway transportation program would be completed on time or on budget. Although the auditors noted in passing that ADOT's assumptions regarding an accelerated completion of the system appeared reasonable, their unwillingness to come to a conclusion regarding the likely performance of the freeway transportation program was, in our view, a significant omission and potential warning signal. This non-conclusion was very disturbing to CTOC.

CTOC investigated the findings of the Auditor's Report, and has expressed its regret that despite having spent a substantial sum of money to perform an audit, the subcontractor couldn't determine or conclude whether the



freeway construction program is in trouble or not. CTOC then performed its own review of the project management function of the Department and came to three conclusions and resolutions, as follows:

1. The Project Management function of the Department is being staffed by competent and experienced people who have put in place various management system tools which should let them adequately monitor their progress in meeting the project schedule and cost goals of the freeway projects.
2. The Department has taken steps to correct and expand their project management functions to meet the recommendations as put forth in the Auditor's report.
3. The Department and CTOC have agreed to a quarterly review of project performance by CTOC as a way of adding additional assurance that ADOT's project management is meeting its performance goals for the regional transportation system.

An executive summary of the auditor's report is attached as Appendix "C".

## **2. Timely Decisions on Future Alignments**

CTOC has expressed its concern that decisions regarding future alignments are taking far too long to be reached. Long delays in coming to decisions as to just where a proposed highway alignment will be sited causes public uncertainty, especially among the development community, and generally result in higher costs due to development which occurs in areas which were waiting to be identified. Long delays have also meant that alignments which might have been the most effective routes for the purpose have to be abandoned because of infill which occurred while drawn-out studies, deliberations and bureaucratic delays took place. Examples which were forcefully brought to CTOC's attention in 2000 included the CANAMEX corridor and the Loop "303" alignment from Sun City to I-17. In hindsight, a more timely approach to identifying those corridors could have saved a great deal of public aggravation and study costs.

## **3. HOV Lanes**

CTOC continues to hear a great deal of public dissatisfaction regarding HOV lanes. The public sees comparatively empty lanes largely being used by scofflaws and the frustration level is palpable among the commuting public. Admittedly, the public complaint on the perceived failure of HOV lanes to accomplish their intended purpose is based on an incomplete system and the inadequacy of law enforcement. But the perception that "something" needs to be done to put HOV lanes to better use is very real. CTOC is aware that ADOT and



MAG are cooperating in producing a study to review the present and future performance of HOV lanes and has been awaiting the results of that study. CTOC is also well aware of the federal funding constraints which mandate HOV lanes. But at this point in time, CTOC shares the public's feeling that the whole HOV lane concept isn't working and its skepticism that it probably isn't going to work.

Part of the problem with regard to the public's perception of HOV lanes may be that there has never been any clear public articulation of just what HOV lanes are expected to accomplish, nor has there been any definition of the goal in measurable numbers and a specific timetable. Perhaps if the planning assumptions behind HOV lanes were better defined and then publicized such that the public could, with time, evaluate whether they were achieving their intended goal, there might be a better level of patience with respect to the HOV concept.

#### **4. ADOT Staffing**

CTOC continues to be impressed with the quality of the professionals working within ADOT and their high level of commitment to getting the valley freeway projects completed on time and on budget. However, the pay scales currently available to the Department are plainly not adequate to retain and recruit the kind of quality staff that the importance and magnitude of their work requires. CTOC has been extremely impressed with the Department's ability to revamp its contracting policies and procedures such that it makes better use of outside contractors to perform a great deal of the work which was done in-house in the past. Such contracting procedures have helped offset employee attrition within the Department, but there is a limit to which such out-sourcing can be carried. CTOC strongly recommends that the Department's budgeting and professional pay scales be increased before serious damage is done to the Department's ability to perform its role.

#### **5. Cooperation with Valley Municipalities**

In the process of holding public hearings all around the Valley, one phenomenon which CTOC has observed is that the various municipalities are very interested in reaching out to ADOT to work with them regarding the multitude of various impacts which the valley freeway program has on their communities. Both the municipalities and interested public service groups within the cities are anxious and willing to work with ADOT, not just to ameliorate all the problems which freeway construction brings, but to use the freeways as an opportunity to add something to the community. Noise mitigation measures were the top public concern in terms of dealing with the negative impacts of a freeway; but beautification, drainage improvements and public pathways have been cited as ways to get some kind of benefit to a community as an offset to the problems. While we respect the on-going inter-governmental and community liaison work being done by ADOT staff, we believe that this is one area which should be



expanded. It is recognized that while ADOT is currently stepping up its effort to proactively coordinate with communities, and is working to avoid the appearance that it is responding to problems as they arise rather than performing crisis management. We applaud this effort, but recommend that ADOT both continue and increase efforts to work with communities, to understand their needs and concerns and to make special outreach efforts to accommodate ideas which would take some of the "curse" off having a freeway come through your neighborhood. We appreciate that this recommendation is much easier said than done, but feel that the potential opportunity to enhance public acceptance of the value of freeways would make the effort well worthwhile.

## **6. Financial Audit**

During the year 2000, CTOC also supervised the performance of a financial audit, as required by statute. The results of that audit are discussed in a separate Section Two – Statutory Performance of this Annual Report.

## **7. Bicycle Paths**

Bicycle paths, which are often referred to as "multi-use" paths by the planners, came in for an inordinate amount of discussion from the public in 2000. In general, the public complained about two issues. First, the lack of planning for such pathways, and second, the failure to accommodate such paths as part of the current freeway construction cycle. Both criticisms have some merit, notwithstanding that there is a separate "bike path" plan currently in place through MAG. Public comment has derided the plan as being ineffective or incomplete, and has pointed to the failure to establish bike path crossings over the freeways. Public concern has also been expressed that the freeways installed to date have in effect cut off any cross-city bike travel.

In the grand scheme of moving traffic on our freeway system, it is perhaps understandable that bike paths haven't gotten some of the spending priority that other aspects of the freeway system receive. However, it is clear that bike paths are an amenity that is important to a substantial segment of the public, both for recreational and work travel use. CTOC recommends that the bike plan be reviewed for its actual ability to provide continuity of routes and for a schedule of funds and construction as to when a valley-wide bike path plan can be brought into being. Obviously, such a review of the bike path plan has to take place in coordination with the municipalities of the valley. Such a plan review would determine just what changes, if any, need to be made to the freeway construction program to accommodate such a bike path system.



## 8. The Grid System

Although the grid of city streets which carry the bulk of auto travel in the valley are not a direct part of the purview of CTOC, we received a substantial amount of public input regarding the inadequacy of the present grid system and suggestions for improving it. From the input we received, three things become reasonably clear. First, a substantial improvement in the grid system is going to be needed in the near future if off-freeway gridlock is to be avoided. Second, the potential for improvement is very possible, with relatively simple changes (e.g., bus cutouts, right-turn lanes and intelligent traffic control systems). But third, it will take a serious commitment from local municipalities of both money and planning effort to implement improvements.

CTOC finds itself joining with many others in encouraging support for our local communities to help make the necessary investments in the grid system to improve off-freeway traffic flow

## 9. Do it Right the First Time

In CTOC's 1999 annual report, it issued a challenge to ADOT to accept "Do it Right the First Time" as a guiding principle in designing the various elements of the freeway system. The point which CTOC made in that report was that it was cheaper and better in the long run to design freeway system elements to accommodate what would obviously be their ultimate configuration, rather than put in minimal structures now and then replace them later with larger elements a few years from now. Connecting freeway ramps were the prime examples cited in that earlier report. Based on another year of listening to public input on various features of the freeway system which have now been built and are currently under construction, we would like to again repeat the challenge.

A substantial amount of public comment on the shortcomings of the present system concern connecting ramps which don't have enough lanes to handle the huge flow of traffic that materializes the second a freeway is opened. Examples are the half diamond interchanges going in as part of many of the east valley freeways and the cross-street full interchanges along the Agua Fria in the West Valley.

Based on a year of listening to the public, CTOC is more convinced than ever that "Doing it Right the First Time" will avoid the costly reconstruction that will inevitably be needed in the near future to increase the effectiveness of the system now being installed, but will also give the public confidence that the freeway planners knew what they were doing the first time around.

## 10. Maintenance

In its 1999 annual report, CTOC discussed the need to have future planning for our regional transportation system take into account the inevitable increase in costs which would be required for the maintenance of this vastly



expanded system. Unfortunately, 2000 appeared to be a year of complete silence on that issue. There were no visible signs of any activity within any of the state agencies involved in the development of our freeway system which addressed the funding needs which will be required for maintenance. CTOC understands that the challenge of just getting the freeway system built is enough to occupy the best minds in all the responsible agencies. But CTOC also believes that the maintenance issue is going to arise all too soon, and unless strong, realistic planning is done to fund the cost of that maintenance, a major problem will land on our doorstep. Many cities in the United States today are providing extremely bad examples of the on-going collapse of a community's infrastructure simply because the planners never considered the costs of on-going maintenance, and that failure is now giving rise to monumental problems. CTOC suggest that the designers and builders of our freeway system should be planning, right now, for the financial and logistical support required to maintain our system once it is completed.

### **CONCLUSION**

The above ten comments by their nature focus on areas of the regional transportation program that may need improvement. The discussion should not, however, obscure the fact that many, many things are going right in the state's effort to achieve a better regional transportation system. It is always a concern that any analysis which addresses needed changes never presents a balanced picture of all the good work being done by the many competent and dedicated professionals now engaged in our transportation programs. Again and again, CTOC has been impressed with the work it sees being done in so many areas. And as a result, CTOC would not want the above suggestions to be taken as any kind of broad criticism of the performance of all those people and organizations who are currently engaged in doing the best they can to provide the Valley with the best possible regional transportation system.

## SECTION TWO

### STATUTORY PERFORMANCE

CTOC statutory authority and responsibilities are defined in the Arizona Revised Statutes, A.R.S. § 28-6356. This section of the report provides a summary of CTOC membership and regular CTOC administrative responsibilities. A.R.S. § 28-6365 are shown in Appendix "D".

#### MEETINGS

The Citizens Transportation Oversight Committee (CTOC) met 6 times in 2000 and held 3 regional public meetings. A broad range of topics were reviewed and discussed. The report, in Section One, makes recommendations that accommodate the critical issues that were reviewed by CTOC during 2000. Section Three, summarizes the informational items that were presented to the Committee for discussion, possible action and public input. The CTOC regional public meetings provided rich insight to public thinking and perceptions on a wide variety of transportation issues.

#### **CTOC Regular Meetings**

Regular CTOC meetings were held at the Arizona Department of Transportation, Transportation Board Room, 206 South 17th Avenue, Phoenix, Arizona.

Tuesday, January 18, 2000

Tuesday, March 21, 2000

Tuesday, May 23, 2000

Tuesday, July 25, 2000

Tuesday, September 19, 2000

Tuesday, December 05, 2000

#### **CTOC Regional Public Meetings**

Tuesday, February 29, 2000                      Goodyear, AZ

Tuesday, June 27, 2000                          North Phoenix

Thursday, November 16, 2000                  Gilbert, AZ



**MEMBERSHIP**

The following is a list of current members as of December 2000.

<b><u>MEMBER</u></b>	<b><u>TERM EXPIRES</u></b>
William Beyer, Chairman	January 2002
Brian Campbell, Member at Large	January 2002
Scott Newton, Supervisor's District 1	June 2001
Jim Lykins, Supervisor's District 2	February 2003
Ron Gawlitta, Supervisor's District 3	January 2002
Paul Schwartz, Supervisor's District 4	March 2001
Issac Serna Supervisor's District 5	January 2001

## ADMINISTRATIVE ITEMS

### **Financial Compliance Audit**

Under A.R.S. § 28-6356, subsection F7, CTOC is required to contract an independent financial compliance audit of the Regional Freeway System expenditures. The firm of Ernst & Young LLP was contracted to perform the audit. The audit determined that accounting procedures related to the expenditure of Regional Area Road Funds (RARF) were consistent with normal practice and no exceptions were noted.

Mr. Brian Campbell, Supervisor, District 2, assisted ADOT staff in communicating the guidelines and objectives to the auditors. The main objective, in addition to those spelled out in statute, was to assure that the audit sampling included design, right of way and construction projects from all the various corridors.

CTOC will report the audit findings back to the Governor, Legislators and the ADOT Board. As was determined last year, CTOC members will communicate guidelines and objectives to the auditors that are conducting the audit in a fashion that a corporate Board of Directors would oversee the outside auditors.

A summary of the Audit findings follows:

- ⇒ Performed in accordance with A.R.S. § 28.6301 -28.6392
- ⇒ Year ending June 30, 2000
- ⇒ Expenditures reviewed covered design, right of way and construction on six different corridors
- ⇒ Codes in the Fund's Charging Guidelines were determined to be allowable costs
- ⇒ Total expenditures did not exceed budgeted amounts

The final audit findings are shown in Appendix "E".



## **Regional Freeway 2000 Performance Audit**

CTOC is required, under A.R.S. § 28-6356, Subsection F8, to consult with the Auditor General in setting parameters for a performance audit prescribed in A.R.S. § 41-1279.03 and to review and make recommendations. The Auditor General's Office initiated the 2000 Regional Freeway Performance Audit by soliciting the committee's input as to the questions the audit should attempt to answer. Each CTOC member was interviewed and recommendations on the parameters of the audit were provided to the project manager. An RFP was sent to prospective contractors in December 1999. Sjoberg Evashenk Consulting was selected to perform the audit.

The Sjoberg Evashenk auditors began their data collection in February, issued a draft report to ADOT in May and published the final report in July. The audit found that "the timeliness and assumptions underlying ADOT's accelerated plan of completing the Regional Freeway System appear reasonable and realistic..." and "ADOT's nine scheduling assumptions adequately address the critical steps needed to deliver the Regional Freeway System on time..." The focus of the findings was on improving program and project management controls and to put greater emphasis on project cost containment. The auditors concluded "by strengthening controls, ADOT can better demonstrate that it is protecting public interests by documenting cost-effective decisions and monitoring project progress against established milestones." A copy of the Executive Summary for the final 2000 Performance Audit Report is given in Appendix "C".

## **FY 2001 Annual Budget**

The budget for CTOC was approved at \$87,085.00 for the fiscal year beginning July 1, 2000 to June 30, 2001. In addition to funding expenditures that were carried over from last year for the performance audit (\$ 44,785) and financial compliance audit (\$12,000), expenses include personal services, employee related expenses, professional and outside services, travel and other operating expenses totaling \$30,300.

## **SECTION THREE**

### **SUMMARY OF INFORMATIONAL AGENDA ITEMS**

There were many presentations made to CTOC that provided the Committee with background information and an opportunity to discuss a variety of transportation issues. The following is a list of many of the agenda items presented to the Committee for information in 2000.

#### **LIFE CYCLE PROGRAM REVIEW**

ADOT updates the Regional Freeway System Life Cycle Program annually. The Transportation Board publishes a Tentative Program in February for approval, which includes the Regional Freeway System Life Cycle Program. CTOC was presented a summary of the revenues, costs, changes and additions that made up the FY 2001 - 2007 Life Cycle Program for review and comment. CTOC asked that they be kept abreast of significant issues that arise throughout the year. The issues that arise are presented to CTOC as part of the Staff report given at each CTOC meeting.

As part of the Life Cycle programming process, ADOT biannually certifies that project revenues and costs are in balance. CTOC reviewed the January 2000 and July 2000 Life Cycle Certification reports, which review progress of the Regional Freeway System program and identify projections and changes in program revenues and costs. The July 2000 Regional Freeway Certification Map can be found in Appendix "F".

#### **TRANSPORTATION IMPROVEMENT PROGRAM**

The Maricopa Association of Governments (MAG) Transportation Improvement Program (TIP) serves as a five-year regional guide for preservation, management and expansion of public transportation services including highways, arterial streets, transit, demand management and alternative mode improvements in Maricopa County. CTOC representatives participated in the "Public Involvement" meetings and hearings on the TIP. New members have found this information useful as they have the opportunity to participate in these public events. The Transportation Improvement Program is prepared annually and a copy can be obtained through the Maricopa Association of Governments. The FY 2001-2005 TIP was approved in July 2000.



## **MAG REGIONAL FREEWAY PROGRAM ANNUAL REPORT**

CTOC also received the annual report prepared by the MAG Fiscal Analysis Unit that reviews the fiscal status of the MAG Regional Freeway Program, reports on progress made, and identifies major issues that impact the program. An excerpt from the report showing the Major Findings is presented in Appendix "G".

### **PROJECT STATUS UPDATES**

Project Status updates are reported by staff at every CTOC meeting in order to keep Committee Members and citizens informed of the projects that are taking place on the regional freeway system.

The following is a summary of the Regional Freeway Construction Status reports that were reviewed by CTOC:

#### **2000 Project Completions:**

- ⇒ The Agua Fria Freeway (Loop 101) section from I-10 near 99th Ave. to Northern was completed and opened to traffic in October. The Agua Fria Freeway (Loop 101) is now complete between I-10 and I-17.
- ⇒ The Pima Freeway / I-17 freeway to freeway Interchange was completed in November.
- ⇒ The Price Freeway (Loop 101) section from Warner Rd. to Frye Rd. was opened on December 23, 2000 in connection with the partial opening of the mainline roadway between Guadalupe and Warner. The completion of the Guadalupe to Warner section is anticipated in February 2001.
- ⇒ The I-17 HOV lane widening project between Thomas and Dunlap was opened to Traffic in September.

#### **Projects Forecasted to be Completed in 2001:**

Pima Freeway (Loop 101) - Pima/Princess to Shea – Spring 2001

Pima Freeway (Loop 101) - 19<sup>th</sup> Ave. to Scottsdale Road – Summer 2001.

Red Mountain Freeway (Loop 202) – Country Club to Gilbert – Late 2001.

## **APPENDIX "A"**

### ***LIST OF MAJOR ISSUES***

**US 60 DESIGN BUILD** - ( I-17 to Loop 101 ) January 18, 2000 & March 21, 2000 meeting minutes

**GRAND AVENUE STUDY** – ( Lake Pleasant to I-17 ) January 18, 2000 meeting minutes

**LOOP 303 ALTERNATIVES (Took Action)** - May 23, 2000 & September 19, 2000 meeting minutes

**ADOT NOISE POLICY** - May 23, 2000 & July 25, 2000 meeting minutes

**PARK & RIDE LOT STUDY** - July 25, 2000 meeting minutes

**HOV LANES** – January 18, 2000 meeting minutes

**HOV / VALUE LANE STUDY** - March 21, 2000 & May 23, 2000 meeting minutes

**CANAMEX CORRIDOR** – ( I-10 to Val Vista ) March 21, 2000 & September 19, 2000 meeting minutes

**NORTHWEST GRAND AVENUE STUDY** - (Loop 101 to Loop 303 ) March 21, 2000 meeting minutes

**I-17 HAPPY VALLEY TRAFFIC CIRCLES** – June 27, 2000 Public Meeting minutes

**BIKE LANES AND TRAILS ALONG THE SANTAN and RED MOUNTAIN** - November 16, 2000 Public Meeting & December 05, 2000 meeting minutes.

**COOPERATION AND MUTUAL UNDERSTANDING IN HIGHWAY PLANNING**  
- January 18, 2000 meeting minutes



## CTOC 2000 ISSUES

<i>No</i>	<i>Date</i>	<i>Label</i>	<i>Form of Request</i>	<i>Agency(s) Affected</i>	<i>Issue Type</i>	<i>Summary/Comment</i>
1	01/18/2000	CTOC	Minutes (1/18)	ADOT/MAG	Freeway	CTOC moved to support Senator Hamilton's efforts to pass a bill to make the HOV lanes on I-17 into SOV lanes.
2	01/18/2000	CTOC	Minutes (1/18)	ADOT	Freeway	CTOC moved to support ADOT in efforts to pass legislation on Design Build and A+B Bidding Concepts
3	01/18/2000	CTOC	Minutes (1/18)	ADOT	Freeway	CTOC moved to support ADOT in widening the walls to their ultimate configuration on the US60 Superstition Freeway project
4	01/18/2000	Blue Crowley	Minutes (1/18)	ADOT/MAG	Freeway	Thinks positive of HOV lanes, CTOC to work cooperatively with Vision 21 Task Force, where are the park and ride lots? CTOC stand on the CANAMEX route?
5	01/18/2000	Ron Gawlitta	Minutes (1/18)	ADOT	Freeway	Traffic sign displaying "Deer Valley Power Center"-get off on Rose Lane placed on Agua Fria west t.l.
6	01/15/2000	Daily News-Sun News	News Clip	ADOT/MAG	Freeway	This was an opinion of Paul Schwartz published under "Westmarc representation bodes well for retirees"
7	01/24/2000	Phil Garner	cc: Letter	ADOT/MAG	Freeway	This is a letter addressed to Janice Brewer regarding the CANAMEX trade route through Sun City area
8	02/29/2000	Mayor William Arnold	Public meeting (2/2)	ADOT/MAG/MCDOT/cit	Multimodal	Mayor Arnold made recommendations re: visions the city of Goodyear sees for the future (see notes)
9	02/29/2000	David Horseman	Public meeting (2/2)	ADOT/MAG/MCDOT/cit	Multimodal	Various transportation recommendations for the west valley (see notes)
10	02/29/2000	James Book	Public meeting (2/2)	ADOT/MAG/MCDOT/cit	Multimodal	"It's not just freeways or buses or commuter rail or light rail or bike lanes, it is the integration of all"
11	02/29/2000	Mayor Elaine Scruggs	Public meeting (2/2)	ADOT/Legislature	Funding	It's a true quality of life issue--need tax monies to keep coming in
12	02/29/2000	Betty Lynch	Public meeting (2/2)	ADOT/MAG/RPTA	Multimodal	Compared living in West Valley to her home state of Connecticut--"much better here" (see notes)

<i>No</i>	<i>Date</i>	<i>Label</i>	<i>Form of Request</i>	<i>Agency(s) Affected</i>	<i>Issue Type</i>	<i>Summary/Comment</i>
13	02/29/2000	Don Meek	e-mail	ADOT/RPTA	Transit	(see e-mail)
14	02/29/2000	Nancy	e-mail	ADOT/RPTA	Freeway	Would not like to see Loop 303 expand for I-10 to I-17 (see e-mail)
15	03/13/2000	Michael Pruett	e-mail	ADOT/MAG	Freeway	US60 widening near Peralta Road to Florence Junction (a must) (see e-mail)
16	03/21/2000	CTOC	Minutes (3/21/00)	ADOT/MAG/Tempe	Freeway	Tempe concerns relative to the freeway design to accommodate future widening by setting retaining walls back further
17	03/21/2000	CTOC	Minutes (3/21/00)	ADOT/ MAG	Study	Conclusions from the MAG / ADOT draft CANAMEX location study. Public Meetings being scheduled
18	03/21/2000	CTOC	Minutes (3/21/00)	ADOT/MAG	Study	Report on study that is looking at using and expanding the HOV lanes and possibly introduce value lanes as a congestion management strategy
19	03/21/2000	CTOC	Minutes (3/21/00)	MAG	Study	Committee reviewed the Grand Ave. Feasibility Study scope which will be focused on identifying transportation improvements that are needed.
20	03/21/2000	Dave Vowles	Public Comment	ADOT	Right of Way	Expressed interest in the availability of excess lane adjacent to his property and concern for dust and how the freeway would be landscaped.
21	03/21/2000	Blue Crowley	Minutes 3/21/00	MAG	Public Input	Concerned that advertizement of public meetings was not handled appropriately resulting in low attendance; Voiced support of the more westerly alternate alignments for CANAMEX; Requested that bike/ped path or lanes be include in Grand Ave. Projects; Voiced preference for a bike / ped tunnel under I-17 at the Grand Canal
22	03/22/2000	Joe Shipley	cc: Letter	ADOT	Freeway	Opposed to widening US 60 Superstition between I-10 and Val Vista.
23	03/19/2000	Joseph B. Ryan	cc: Letter	FHWA	Transit	Complains about the cost of "false and misleading advertizing and sales promotion efforts that have been conducted on behalf of Prop 2000 of the City of Phoenix.."
24	05/23/2000	Joseph B. Ryan	e-mail	MCDOT	Multimodal	Commented that Maricopa County was not making any plans for multimodal terminals as part of the Loop 303 overpass at Grand Ave.



<i>No</i>	<i>Date</i>	<i>Label</i>	<i>Form of Request</i>	<i>Agency(s) Affected</i>	<i>Issue Type</i>	<i>Summary/Comment</i>
25	05/23/2000	CTOC	Minutes (5/23/00)	MCDOT	Freeway	Mike Sabatini reported on the status of Loop 303 projects being developed by Maricopa County. The report included study alternatives for Loop 303 section between Lake Pleasant Rd and I-17.
26	05/23/2000	CTOC	Minutes (5/23/00)	ADOT	Freeway	Fred Garcia presented a overview of ADOT's updated 2000 Noise Policy that is one of the best in the nation for being neighbor friendly.
27	05/23/2000	Ms. Deb Shriver	Minutes (5/23/00)	ADOT	Freeway	Complained that ADOT had not provide proper noise mitigation near her home along the SR51 freeway.
28	05/23/2000	Frank Schmuck	Minutes (5/23/00)	ADOT	Freeway	Requested information concerning the noise mitigation effectiveness of asphalt rubber surfacing.
29	05/23/2000	Ron Gawlitta	Minutes (5/23/00)	MAG	Streets	Requested that MAG to take up the issue of uniform left signals throughout the valley.
30	05/23/2000	Blue Crowley	Minutes (5/23/00)	ADOT	Rail	Complained that ADOT would not let him participate in the the rail demonstration that the Governor's Committee on Transportation went through.
31	05/23/2000	Blue Crowley	Minutes (5/23/00)	MAG	Planning	Commented that MAG should acknowledge input provide by Citizens at CTOC meetings.
32	05/23/2000	Blue Crowley	Minutes (5/23/00)	ADOT	Design	Concerned that ADOT was not considering that a bike lane was planned to cross I-17 between Indian School and Thomas near the Grand Canal
33	06/06/2000	D Floyd Russell	e-mail	CTOC	Steets	Recommends that a Valleywide standard for left turn sequence.
34	06/07/2000	Joseph B Ryan	document	Vision 21`	Transit	Concern for Light Rail Safety, lack of mulimodal consideration at US60 (Grand) & Loop 303, and recommended that Arizona consolidate transportation planning under one agency.
35	06/13/2000	Rudolf Kolaja, PE, PT	letter	CTOC	Multimodal	Offered to make a presentation on multimodal transportation systems success story in Prague Czech Republic.

<i>No</i>	<i>Date</i>	<i>Label</i>	<i>Form of Request</i>	<i>Agency(s) Affected</i>	<i>Issue Type</i>	<i>Summary/Comment</i>
36	06/12/2000	Phil Garner, PORA	letter	ADOT/ MAG	Planning	Concerns related to Grand Avenue between Loop 101 and Loop 303. A stakeholder forum involving Sun City, Youngtown, Sun City West, El mirage and Surprise is meeting to address the cities concerns.
37	06/27/2000	Barbara Maroney& oth	Public Comments	ADOT	Freeway	Many citizens voice concerns for the adequacy and design of "round-a-bout" type interchange improvements to be constructed by ADOT. Details of the design were provide to CTOC and to Citizens at the North Valley Partnership on October 11.
38	06/27/2000	John Lenz	Public Comments	ADOT	Freeway	Voiced the need for freeway access at Pinnacle Peak and need for frontage road improvements. ADOT is designing new ramps to be built in FY 2001 at Pinnacle Peak.
39	06/27/2000	Blue Crowley	Public Comments	MAG	Administrative	Complained that he was unable to give public comment at the MAG Final Phase Public Hearing.
40	06/27/2000	Robin Mofford	Public Comments	ADOT	Freeway	Express concern for the impact of freeway traffic during the temporary freeway condition at 15th Ave., ADOT met with neighborhood and worked our the plan for the temporary condition to the satisfaction of the citizens living in the area.
41	07/25/2000	Frank Schmuck	Minutes (7/25/00)	ADOT	Freeway	Mr Schmuck presented information which made a case for the use of asphalt rubber and other alternatives for mitigating noise along freeways.
42	07/25/2000	DD Barker	Minutes (7/25/00)	CTOC	Air Quality	Commented that we need to be looking for better multimodal transportation nonpolluting solutions, ways to get people out of their cars.
43	08/31/2000	Joseph B. Ryan	letter	Southwest Transit	Planning	Comments made to the Southwest Transit Assessment and Review Team concerning land planning, location of rapid transit routes,
44	09/01/2000	Mayors Scruggs, Keeg	letter	MAG / ADOT	Freeway	Letter to residents concerning planning of the Loop 303 alignment between Lake Pleasant Rd and an interchange connection with I-17. Elected officials are opposed to any substantive changes tot he voter approved corridor.



<i>No</i>	<i>Date</i>	<i>Label</i>	<i>Form of Request</i>	<i>Agency(s) Affected</i>	<i>Issue Type</i>	<i>Summary/Comment</i>
45	09/19/2000	Ron Gawilitta	Minutes (9/19/00)	ADOT	Freeway	Inquired if the ramp meters could be discontinued where auxiliary lanes exist between ramp terminals. Dan Lance will report on Minnesota testing being evaluated at a future CTOC meeting.
46	09/19/2000	Rep Dean Cooley	Minutes (9/19/00)	ADOT / MAG	Freeway	Concerned that planning of Park and Ride lots were not being linked to HOV lanes. The MAG Park & Ride lot study nearing completion include availability of HOV in locating and prioritizing Park & Ride lots.
47	09/19/2000	Scott Newton	Minutes ((/19/00)	Legislature	Freeways	Complained that fines for illegal use of HOV lanes is too high, when other more serious violations cost much less.
48	11/16/2000	Reed Kempton & other	Public Comment	ADOT	Freeways	Requests that bicycle facilities be included in the design of the Santan Freeway. Overpasses and Underpasses should include accomodation of bikes, peds and horses.
49	11/16/2000	Mike Evans	Public Comment	ADOT	Freeways	Recommends that ADOT allow joint use by local jurisdiction of the ADOT drainage channels along the freeway.
50	11/16/2000	Mike Evans	Public Comment	ADOT	Freeways	Recommended that ADOT address the need for widening by extending HOV and General Purpose lanes beyond Power Rd to the future Loop 202 interchange.
51	11/16/2000	Cynthia Barnes & othe	Public Comments	ADOT	Freeways	Requests that ADOT work with residents, the city and planners to preserve trail system, that the freeway does not disrupt the trails that currently exist.
52	11/16/2000	Blue Crowley	Public Comments	RPTA	Transit	Recommends the use of existing railroad lines in the east valley for heavy rail transit.
53	11/16/2000	Blue Crowley	Public Comments	RPTA	Transit	Complained that the Transit facility built as part of the Deck Park Tunnel is not being used.
54						

Performance Audit of

**The Arizona Department of Transportation**

A Review of the Maricopa County Regional Freeway System

July 2000



## Executive Summary

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In 1985, Maricopa County voters approved a transportation privilege tax (sales tax) that authorized the Arizona Department of Transportation (ADOT) to embark on a 20-year program to build a comprehensive network of regional freeways in the Phoenix metropolitan area within Maricopa County. However, early on it became evident that the Maricopa County Regional Freeway System would have to be scaled back and the target completion date extended, and that ADOT must improve internal processes and practices. In 1999, a plan was implemented to restore some projects previously eliminated and to accelerate the completion of the freeway system. Since then, ADOT has made noteworthy strides in improving its administration, but still could better manage and tighten controls over the regional freeway program.

We found that the timelines and assumptions underlying ADOT's accelerated plan of completing the Regional Freeway System appear reasonable and realistic, although we cannot predict with certainty that they will meet the 2007 deadline. Specifically, we and our engineering consultant found ADOT's nine scheduling assumptions adequately address the critical steps needed to deliver the Regional Freeway System on time, barring unforeseeable events. However, although ADOT has several day-to-day management processes in place to help meet its delivery dates, we believe additional improvements are needed.

To help ADOT meet its accelerated schedule and stay within budget, ADOT could better manage and tighten project management controls over the Regional Freeway System. Specifically, we found that ADOT's project leader or manager within individual Regional Freeway System projects do not have full authority to produce expected results, meet schedules, stay within cost estimates, and be fully accountable to stakeholders. Despite ADOT's dedication of staff and contract resources to function in "oversight" capacities over the day-to-day operational management of the Regional Freeway System, ADOT could improve its management by closely tracking project progress, assessing variances against initial milestones, and monitoring to initial cost estimates. Moreover, little documentation exists demonstrating the overall project management activities related to the major aspects of the freeway construction process. Without tightening controls, these limitations could hamper coordination of efforts, cause a divergence of plan approach, or result in forgotten agreements which could delay or increase costs of completing individual projects within the Regional Freeway System.

Because of the general absence of written documentation and the lack of focus on project-wide management, ADOT staff and management cannot quickly locate project information to demonstrate its achievement of steps or to document some project decisions. Although ADOT contends that its hands-on, team approach to managing the individual program elements has enabled it to meet delivery dates, better techniques to more closely track progress and control costs will assure that its use of taxpayer funds is maximized. Also, because many current practices rely on individual memories, any significant staff vacancies and turnover throughout the department could prove detrimental to the delivery of the system. Since ADOT officials and managers cannot predict when key personnel may leave, they should strongly emphasize and require staff to fully utilize all project management techniques, employ existing management tools such as Primavera, and document key decisions reached.

Among other things, ADOT could enhance its effectiveness by exercising widely used project management techniques. Although it has developed policies incorporating some of these techniques and has purchased expensive and sophisticated automated tools (Primavera) that would contribute to more effective management, in reality, staff has not fully implemented policies or effectively used the tools at their disposal. Rather than taking advantage of available tools, ADOT relies on institutional memory and manually prepared reports to manage projects. In effect, ADOT may be wasting some resources and unnecessarily duplicating its efforts.

In an effort to address these concerns, we found that ADOT is moving toward more fully utilizing its existing automated project management system. Specifically, ADOT management is pushing for all project managers to use the Primavera system that would allow the comparison of initial schedules and cost estimates with actual progress. This tool can provide ADOT, the governor, the Legislature, and other stakeholders with extremely useful management information. However, unless ADOT requires the universal adoption and consistent use of the automated system, such an initiative will not generate the full benefits the system can provide.

Moreover, while ADOT tracks and provides data required for its performance measurement reporting system as one of its efforts to monitor departmental progress, few of its measures directly relate to its Regional Freeway System and some of these measures are not comprehensive. For example, the department has not established measures to assess the timeliness or cost-effectiveness of its regional freeway projects even though this is a key departmental goal. Further, while we found ADOT has



adopted performance measures and appears to gather data monthly, no person is clearly assigned to follow-up on missed targets, to assure corrective action, or to assess impact of any shortfalls on the freeway projects. To make this process more meaningful and value driven, ADOT should develop more useful performance measures and follow-up on the impact of variances and measures not reaching targets.

However, ADOT has made some noteworthy improvements in recent years in its management of highway transportation projects. By implementing past audit recommendations to increase the accuracy of revenue estimates, ADOT has taken several positive steps to improve its operations over the Regional Freeway System. Additionally, ADOT has demonstrated a desire to enhance its reputation by strengthening partnerships and communication with external stakeholders in Maricopa County's transportation network.

Although ADOT is progressing toward its 2007 goal, a pending issue outside of its immediate control could impact the Regional Freeway System completion deadline. Namely, a threat of future sanctions related to air quality violations by the federal Environmental Protection Agency (EPA) could, if assessed, grind all freeway construction projects to a halt. The department, the Maricopa Association of Governments, the Arizona Department of Environmental Quality, and the Maricopa County Department of Environmental Services are closely tracking this issue.

Finally, as requested by Arizona stakeholders and the Auditor General, we investigated a variety of subject areas ranging from the accuracy of statutory revenue distributions to the feasibility of traffic modeling used on regional freeway projects. While our primary reportable issues in the stakeholder areas are discussed in Chapters 1 and 2, we address each of the requested topics separately in Appendix A.

To provide greater assurance that ADOT completes the Regional Freeway System by 2007 and to bring better accountability to Arizona stakeholders, we recommend that ADOT take a number of steps to improve its project management and oversight of the Regional Freeway System, including:

- Establishing a single project manager accountable for an entire project,
- Fully utilizing its project management system and documenting all key decisions reached,

- Comparing initial cost estimates to actual experience in design and right-of-way to improve cost controls,
- Modifying the performance measurement system to increase its value, and
- Monitoring the EPA's air quality sanctions and continuing to integrate air quality plans into all phases of highway projects.



28-6356. Citizens transportation oversight committee

Rpld 1/1/07

A. A citizens transportation oversight committee is established in counties with a population of one million two hundred thousand or more persons and that have levied a transportation excise tax pursuant to section 42-6104.

B. The citizens transportation oversight committee consists of the following members who are not elected officials of or employed by this state or any county, city or town in this state:

1. One member who serves as chairperson of the committee and who is appointed by the governor pursuant to section 38-211.

2. One member who represents each supervisorial district in the county and who is appointed by the board of supervisors. The board of supervisors shall consult with the mayors of each city and town located within each supervisorial district regarding appointments. At all times during the term, each member appointed pursuant to this paragraph shall legally reside in a different city or town located in the county. Members appointed pursuant to this paragraph shall have expertise in transportation systems or issues.

3. One member who resides in the county and who is appointed by the governor pursuant to section 38-211.

C. Members shall be appointed for terms of three years.

D. The chairperson shall also serve as:

1. A nonvoting member of the departmental committee established by section 28-6951 only for issues relating to the regional freeway system. The chairperson may appoint a designee to attend meetings of the departmental committee.

2. A voting member of the governing body of the regional planning agency in the county for all matters relating to the regional freeway system.

E. The citizens transportation oversight committee shall meet at least once each calendar quarter.

F. The citizens transportation oversight committee shall:

1. Review and advise the board, the governor, the director and the governing body of the regional planning agency on matters relating to the regional freeway system.

2. Review and make recommendations regarding any proposed major revision of the regional transportation plan by the governing body of the regional planning agency. For the purposes of this paragraph, "major revision" means an addition or deletion of a corridor or corridor segment in the regional freeway system.

3. Annually review and comment on the criteria developed pursuant to section 28- 6354, subsection

B.

4. Hold public hearings and issue public reports as it deems appropriate.

5. Annually contract with an independent auditor who is a certified public accountant to conduct a financial compliance audit of all expenditures for the regional freeway system and receive the auditor's report. The department shall reimburse the committee for the cost of this audit from the highway user revenue fund pursuant to section 28-6538, subsection B, paragraph 1.

6. In consultation with the auditor general, set parameters for the performance audit prescribed in section 41-1279.03, subsection A, paragraph 6 in the county, review the results of the auditor general's performance audit and make recommendations to the regional planning agency, the department, the speaker of the house of representatives, the president of the senate and the governor.

G. The committee may:

1. Receive written complaints from citizens regarding adverse impacts of freeway design, determine which complaints warrant further review and make recommendations to the state transportation board regarding the complaints.

2. Receive written complaints from citizens relating to the regional planning agency's responsibilities as prescribed in this chapter, determine which complaints warrant further review and make recommendations to the regional planning agency regarding the complaints.

3. Make recommendations to the regional planning agency and the state transportation board regarding the five year construction program and the life cycle management program for the regional freeway system.

H. Failure by the citizens transportation oversight committee to act does not bar the governing body of the regional planning agency from taking action.

I. Members of the committee are not eligible to receive compensation or reimbursement for expenses.



## Report of Independent Auditors

Transportation Board of the State of Arizona  
Arizona Department of Transportation

We have audited, in accordance with generally accepted auditing standards, the balance sheet of the Maricopa County Regional Area Road Fund of the Arizona Department of Transportation (ADOT) as of June 30, 2000, and the related statement of revenues, expenditures and changes in fund balances for the year then ended, and have issued our report thereon dated October 13, 2000.

In connection with our audit, nothing came to our attention that caused us to believe that the Transportation Board of the ADOT failed to comply with the terms, covenants, provisions, or conditions of the Transportation Excise Tax Revenue Bond Resolution (Maricopa County Regional Area Road Fund) adopted July 25, 1986, and supplemented through August 18, 2000, insofar as they relate to accounting matters. However, our audit was not directed primarily toward obtaining knowledge of such noncompliance.

This report is intended solely for the information and use of ADOT's management and the Transportation Board of ADOT and is not intended to be and should not be used by anyone other than these specified parties.

*Ernst & Young LLP*

October 13, 2000

## Report of Independent Accountants on Applying Agreed-Upon Procedures

### Citizens Transportation Oversight Committee

We have performed the procedures enumerated below, which were agreed to by the Maricopa Regional Area Road Fund's (Fund) management and the Citizens Transportation Oversight Committee (Committee), solely to assist you with respect to the Fund's level of compliance with Arizona Revised Statute 28.6301 through 28.6392 for the year ended June 30, 2000. This engagement to apply agreed-upon procedures was performed in accordance with standards established by the American Institute of Certified Public Accountants. The sufficiency of the procedures is solely the responsibility of the specified users of the report. Consequently, we make no representation regarding the sufficiency of the procedures described below either for the purpose for which this report has been requested or for any other purpose.

1. We obtained an "EXCEL" report listing all payments made to contractors or consultants from the Fund during the year ended June 30, 2000. Management represented to us that this report was extracted from ADVANTAGE and was a complete listing.
2. We selected fifteen expenditures from the listing in number one above. Five of the expenditures were from the Right of Way (ROW) phase covering four different corridors (i.e., Pima, Red Mountain), seven of the expenditures were from the Construction phases, and the remaining three were from the Design Phase. The Construction and Design expenditures were selected from six different corridors.
3. The Construction expenditures were agreed to ADVANTAGE Payment Vouchers and, if the projects were completed, to the Progress and Final Payment Reports (PFPR). Included in Construction expenditures were utility relocation expenditures, for which PFPRs are not used. Accordingly, we agreed the utility relocation expenditures to the Final Payment Request Forms rather than the PFPR. No exceptions were noted.
4. The ROW and Design expenditures were agreed to ADVANTAGE Payment Vouchers and Supplemental Receiving Reports or Arizona Department of Transportation Procurement Documents. No exceptions were noted.
5. We obtained the object codes and activity codes used to classify the expenditures from the ADVANTAGE Payment Vouchers. We agreed these codes to the Fund's Project Charging Guidelines to determine whether the expenditures were allowable. All codes were included in the Fund's Project Charging Guidelines as an allowable cost.



6. We agreed the project number for eleven of the selected expenditures to the Maricopa Association of Governments Regional Freeway Life Cycle Program (MAG Program) for the year in which the project originated. We determined that the total expenditures to date for the project did not exceed the budgeted amount per the MAG Program plus third party contributions and approved budget increases. For four of the selected expenditures, the Fund's Management was unable to provide us with the appropriate MAG Program to verify that total expenditures did not exceed the budgeted amount.

We were not engaged to, and did not, perform an audit, the objective of which would be the expression of an opinion on the specified elements, accounts, or items. Accordingly, we do not express such an opinion. Had we performed additional procedures, other matters might have come to our attention that would have been reported to you.

This report is intended solely for the use of the specified users listed above and should not be used by those who have not agreed to the procedures and taken responsibilities for the sufficiency of the procedures for their purposes.

*Ernst + Young LLP*

October 13, 2000

# Regional Freeway System

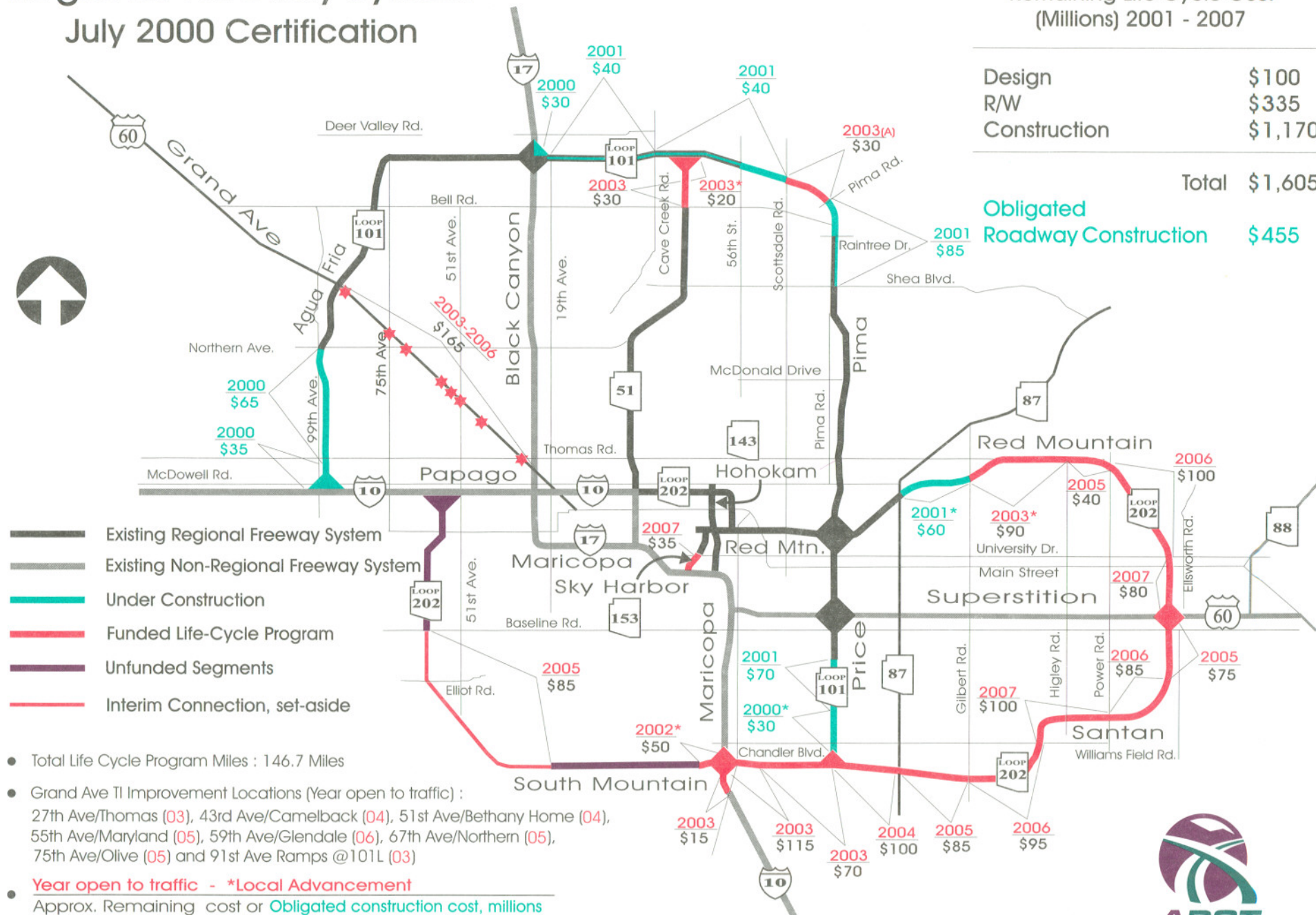
## July 2000 Certification

Remaining Life Cycle Cost  
(Millions) 2001 - 2007

Design	\$100
R/W	\$335
Construction	\$1,170

Total \$1,605

Obligated Roadway Construction \$455



- Existing Regional Freeway System
- Existing Non-Regional Freeway System
- Under Construction
- Funded Life-Cycle Program
- Unfunded Segments
- Interim Connection, set-aside

- Total Life Cycle Program Miles : 146.7 Miles
- Grand Ave TI Improvement Locations (Year open to traffic) :  
27th Ave/Thomas (03), 43rd Ave/Camelback (04), 51st Ave/Bethany Home (04),  
55th Ave/Maryland (05), 59th Ave/Glendale (06), 67th Ave/Northern (05),  
75th Ave/Olive (05) and 91st Ave Ramps @101L (03)

- Year open to traffic - \*Local Advancement
- Approx. Remaining cost or Obligated construction cost, millions
- (A) - Possible Acceleration to 2002





Maricopa Association of Governments

**2000 Annual  
on the  
MAG Regional Freeway Program**

February 2000

James M. Bourey  
Executive Director

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#### 4.4 MAJOR FINDINGS

Substantial progress was made during 1999 with the development of the accelerated Regional Freeway System program. During the fiscal review of the Regional Freeway Program, however, a number of issues were identified which need to be addressed to improve the management and effectiveness of the Program. Based on our review and examination of the Regional Freeway Program, our major findings are as follows.

##### IMPROVE THE RIGHT-OF-WAY ACQUISITION PROCESS

ADOT has improved its right-of-way acquisition process over the past year. In particular, as a result of the BFO funding in 2000, a substantial increase in activity has occurred. This effort has focused on the identification and acquisition of total take and strategic parcels in the various corridors. These efforts should result in a substantial reduction in the overall cost of right-of-way due to the early purchases of right-of-way. Perhaps more importantly, the early acquisition and the accelerated program reduces the future risk of significant, unforeseen cost increases due to the continued upward pressure on real estate prices in the MAG region.

Over the past two years, however, there have been some cases in which necessary right-of-way has not been acquired in time for construction to begin without some modification of the construction activity. In one case, necessary demolition work was delayed due to lack of access and in another utility relocation work was delayed. Although the delays and costs were modest, the higher level of right-of-way activity over the next few years will put additional strain on ADOT.

ADOT has retooled its process to lengthen the acquisition window for right-of-way acquisition prior to construction, which should reduce or eliminate future delays. However, given that construction cannot begin until the land is acquired, we recommend that continued management emphasis be placed on acquisition activities with regular status reports provided.

##### PROTECT FUTURE RIGHTS OF WAY

MAG and its member jurisdictions should continue to discourage development, rezoning, and general plan amendments in the freeway corridors. The existing red-letter process,



which provides notification by local jurisdictions to ADOT and MAG about potential developments, should be continued. During the last year, MAG formed a right-of-way stakeholders group, which met a number of times to discuss common issues, identify pending developments in freeway corridors, and to discuss ways to facilitate the acquisition of right-of-way prior to development. The group also discussed methods to mitigate noise and visual impacts on neighborhoods. This group should continue to meet to discuss these issues and to prepare a summary of the best practices that can be used to protect future rights of way.

#### **RIGHT-OF-WAY TAKE LINES**

ADOT should be deliberate in setting right-of-way take lines. Setting the boundaries for the necessary right-of-way should be done in such a way to reduce or eliminate the need for secondary takes. This is especially important during this period of time when the 30% plans, which are used to set the definitive take lines, are not yet completed for the remaining segments. To prevent development in the corridors, ADOT and member jurisdictions often discuss acquiring the needed freeway right-of-way with developers during the planning and zoning process. If an agreement can be reached at this point, development impacts in the corridor can be mitigated and the acquisition cost can possibly be reduced. Once an agreement is reached, however, it is much more difficult and expensive to obtain additional right-of-way, especially if the developer has adjusted the development plan and the plan has been approved by the jurisdiction.

#### **SOUTH MOUNTAIN CORRIDOR ALIGNMENT**

The South Mountain Freeway is the remaining "unfunded" component of the Regional Freeway System. MAG has allocated \$85 million to provide an interim solution that provides a connection around the west-side of South Mountain. Over the past few years, discussions have been held with stakeholders concerning the final alignment and configuration of the highway in this corridor. Increased development pressure in the southwest region may quickly result in substantial development in this corridor. In order to ensure that there will be connection with I-10 and the South Mountain Freeway on the west side, a definitive alignment and funding plan need to be developed. To accomplish this, MAG recently formed a South Mountain Stakeholders Group that will be addressing these issues. Since the work of the Stakeholders Group could affect the alignment of the roadway around South Mountain, and given the design of the roadway around South Mountain is scheduled to begin in February 2002, it is important that the issues be resolved quickly.

#### **LIMITED ABILITY FOR ADDITIONAL PROJECT ACCELERATION**

The completion of the Regional Freeway Program in the next seven years represents a major increase in the ADOT workload and requires the level of financing shown in this report. The five specific projects being accelerated through the participation of local



communities and the desire to accelerate other State Highway Projects in the MAG region and elsewhere in the state also use some of the financing capacity for highways. This means that there is be limited ability to advance other Regional Freeway System projects.

#### OPERATING & MAINTENANCE COSTS

As additional lane-miles of freeway are opened in the region, better estimates of the costs to maintain the system are needed. Estimates of these costs have ranged upward from \$100,000 per mile per year. ADOT, in cooperation with MAG, should prepare an operating and maintenance plan for the freeway system. The plan should include all of the costs of operating the system including landscape maintenance, lighting, pump station operations, freeway management systems (FMS), sweeping and litter control, barrier replacement, and other operating costs. Periodic repair work, preventative maintenance, such as pavement preservation, safety improvements and minor capital items should also be included.

#### BETTER DESIGN AND CONSTRUCTION DOCUMENTATION

On occasion, certain elements have been included in projects without proper documentation. For example, FMS infrastructure was recently approved as an additional element for all future Regional Freeway Projects. Conflicting responses were provided to question whether the conduit for future FMS projects was included in projects currently under construction on the Agua Fria Freeway. After extensive investigation, it is our understanding that the FMS conduit was included. ADOT should be careful not to include material additional elements in the basic freeway system without MAG approval. Furthermore, ADOT should maintain better documentation concerning specific project elements.

#### PREPARE A CONSOLIDATED STATE HIGHWAY SYSTEM PROGRAM FOR THE MAG REGION

Each year, ADOT programs projects for other state highways as part of the State Highway Five-Year Construction Program. Funding for the State Highway Five-Year Construction Program comes from ADOT's portion of HURF and ADOT federal funds. Discussions were held last year concerning the development of a consolidated program for the MAG region. The State Highway System in the MAG region is divided within ADOT between the Regional Freeway Program and the rest of the State Highway System in Maricopa County. These other routes include I-10, I-17, Superstition Freeway (US60), Grand Avenue (US60), the Beeline Highway (State Route 87), and State Route 85. Since the sales tax was passed in 1985, the Regional Freeway Program has been a separate, standalone program within ADOT.

The line between the two components of the state highway system in the MAG region is blurring. Last year, for example, the Grand Avenue interchange projects were split between the Regional Freeway Program and the ADOT statewide program. This year, all of the projects have been moved into the Regional Freeway System Program along with



the \$57 million of ADOT statewide funds. With the 2007 acceleration plan, \$240 million of additional ADOT statewide funds are now included in the Regional Freeway Program.

In fact, the motoring public does not distinguish between highways funded by the sales tax and other highways in the region. To improve the delivery of projects in the MAG region and strengthen public accountability we recommend the following:

- **Develop a consolidated program for all projects on the State Highway System in Maricopa County.** The program would include all of the projects that comprise the Regional Freeway System and projects for the other state highways in the region.
- **Vest the responsibility and authority for the consolidated program with a single point of contact within ADOT.** Presently, the coordination of the MAG Regional Freeway Program is the responsibility of the Special Assistant position within the ADOT Life Cycle Office. This position is established in state law (ARS 28-6357) to coordinate the Regional Freeway Program with ADOT, MAG, and MAG member jurisdictions. Responsibility for other state highways in the MAG region is divided among three ADOT engineering districts. Furthermore, the development of the ADOT statewide program is the responsibility of the Transportation Planning Division while the ADOT Life Cycle Office develops the Regional Freeway Program. Expanding the responsibility and authority of the Special Assistant would reduce the fragmented authority for state highway system projects in the MAG region.

#### **ADOPT THE RFS BEST MANAGEMENT PRACTICES FOR THE STATEWIDE PROGRAM IN THE MAG REGION**

The Regional Freeway Program has been managed using a variety of tools that are not used for the ADOT statewide program. Most of these practices have been adopted to ensure that the Program can be delivered on time and on budget. Although the level of project definition and cost estimates are better for the Regional Freeway Program than for much of the statewide program, we think many of the management practices could be used. These practices include the following:

- Cash flow modeling of the program (currently underway).
- Explicit accounting for inflation.
- Review of material cost changes.
- Regular updates of costs and revenues with variances identified.
- Expenditure & obligation tracking report with plan variances shown.
- Management of projects within life-cycle context.
- Periodic performance audits.